

CHAPTER 8. FREIGHT TRANSPORTATION VOUCHERS

1. PURPOSE. This chapter prescribes procedures for the examination and payment for freight and express transportation and related services.
2. DOCUMENTATION.
 - a. All charges are billed by carriers on SF 1113, Public Voucher for Transportation Charges and Memorandum Copy, SF 1113A, except for small domestic shipments under \$100. Small shipments moving on commercial forms will be billed to the Government using the carrier's commercial invoices. Accounting organizations should obtain copies of the GSA publication "How to Prepare and Process U. S. Government Bills of Lading" (National stock number 7610-00-682-6740). This guide outlines the requirements and use of the forms and related procedures and will be particularly helpful to the voucher examiner. Copies can be obtained by submitting a requisition in FEDSTRIP/MILSTRIP format to the GSA regional office providing support.
 - b. The basic distribution of GBL's is as follows:
 - (1) SF 1103, U. S. Government Bill of Lading - Original, contains the terms and conditions, description, and certificate of delivery. The SF 1103 must be given to the initial carrier or his agent at the time the shipment is tendered. The SF 1103 becomes the supporting documentation for the voucher covering the transportation charges.
 - (2) SF 1103A, U. S. Government Bill of Lading - Memorandum Copy, is used by the shipper for fiscal and administrative purposes.
 - (3) SF 1103B, U. S. Government Bill of Lading - Memorandum Copy-Consignee, is furnished to the consignee by the shipper at the time the original GBL is tendered. The SF 1103B also provides instructions to be taken by the consignee on the receipt of shipment at destination and for reporting loss or damage.
 - (4) SF 1104, U. S. Government Bill of Lading - Shipping Order, is retained by the carrier agent at the shipping point.
 - (5) SF 1105, U. S. Government Freight Waybill - Original, accompanies the shipment. If the original GBL is lost or destroyed, this copy is used as the substitute billing document.

- (6) SF 1106, U. S. Government Freight Waybill - Carrier's Copy, is for disposition by the carrier.
 - (7) SF 1203, U. S. Government Bill of Lading - Privately Owned Personal Property (Original), is used for shipping privately owned personal property, unaccompanied baggage, and mobile homes. Its use is mandatory for the Department of Defense, but is optional on the part of other Federal agencies.
- c. The use of a transit GBL is for reshipping privileges while in transit. This action allows shippers to stop shipments for the purpose of temporary storage, fabrication, etc., without losing the advantage of a through rate between origin and destination. The distribution of transit GBL's is the same as regular GBL's as described in paragraph 2b above. The format and preparation are the same as a regular GBL except for the addition of the portion entitled "Transit Reshipping Certificate - Inbound Billing References." The following is a list of transit GBL's used for transit shipments:
- (1) SF 1131, U. S. Government Transit Bill of Lading - Original
 - (2) SF 1132, U. S. Government Transit Bill of Lading - Shipping Order.
 - (3) SF 1133, U. S. Government Transit Freight Waybill - Original
 - (4) SF 1134, U. S. Government Transit Freight Waybill - Carrier's Copy.
 - (5) SF 1131A, U. S. Government Transit Bill of Lading - Memorandum copy.
 - (6) SF 1131B, U. S. Government Transit Bill of Lading - Memorandum Copy-Consignee.
3. EXAMINATION OF SUPPORTING DOCUMENTS. The SF 1113 and supporting documents (GBL's) will be examined as to correctness and completeness prior to scheduling the vouchers for payment. The supporting documents consist of six basic forms and corresponding continuation sheets. Likewise, transit and personal property GBL's consist of six basic forms and continuation sheets and are distributed the same as regular GBL's. The examiner should determine that the Standard Carrier Alpha Code (SCAC) identifier is entered on each SF 1113. If the code is omitted, the forms and all supporting papers should be returned to the carrier unpaid with a request that the SCAC be added to the forms (41 CFR 101-41.401(b)).

- a. The original GBL attached to the voucher (SF 1113) should be examined to determine that:
- (1) The name of the transportation company, shipping point, name of shipper, consignee, and destination are entered.
 - (2) The appropriation to be charged is entered into the block titled "appropriation chargeable."
 - (3) The total number of each type of package applicable to each group of articles is opposite the related description of such articles. Also, the weight of each package is opposite the description of the package.
 - (4) The class, rate and charges are shown in the block "For Use of Destination Carrier Only." The SF 1103A section will be blank, the issuing officer should use this space to show estimated charges. If the unit rate (or symbol signifying minimum charge) or the total has been omitted, the GBL should be returned to the carrier.
 - (5) The dollar amount is correct (rate times the gross weight). Compare this amount with that listed on the SF 1113.
 - (6) The name of the destination carrier and signature of carrier's authorized agent are entered at the bottom of the GBL. This provides evidence of delivery.
 - (7) Statements are signed at point of origin or destination when pickup, trap car, or delivery service was furnished.
 - (8) If higher charges are shown because of accessorial or special services, they are factually supported and the GBL contains a certification by the carrier that such services were provided.
 - (9) On reconsignment and diversion, the carrier will transmit the original copy of the written consignment to the last line-haul carrier where it will be combined with the bill for line-haul transportation charges.
 - (10) A transcription to the memorandum copy is made on completion of the review of the GBL to show the date examined, voucher number, amount and the billing carrier.

- b. A separate SF 1113 is required for GBL's covering shipment of employee's household goods and personal effects. Refer to the employee's travel order to determine authorized allowances. The following steps are:

(1) Within the 48 Contiguous States. Verify that:

- (a) The employee has executed a transportation agreement. Refer to the employee's travel order to determine whether or not the agreement has been executed.
- (b) The weight of employee's household goods and personal effects does not exceed the maximum allowable weight limitation. 1/
- (c) The shipping charges do not include charge for excess weight. If so, determine that the employee is billed for the amount applicable to the excess weight. 1/
- (d) Shipment for civilian employees was effected within two years (three years, if one year extension is granted) following the effective date of employee's transfer.
- (e) Temporary storage of household goods and personal effects of civilian employees did not exceed 90 days. An additional 90 days may be allowed if an extension is approved.
- (f) The shipment did not exceed the cost of transporting the property in one lot by the most economical route from the last official station of the transferring employee (or the place of actual residence of the new appointee at a time of appointment) to the new official station. Determine the comparable distance involved by reference to the Household Goods Carrier's Mileage Guide. 1/
- (g) Nontemporary storage was authorized in the travel order and involved an isolated post of duty.
- (h) Authorization was granted covering the transporting of a portion of the employee's household effects to an isolated official station and the remainder to storage at Government expense.

1/ In some administrations, the responsibility for these verifications may be with the Transportation Officer.

- (i) Charges for temporary and nontemporary storage are supported by warehouse receipts.
 - (j) Payment of nontemporary storage for civilian employees is not made for more than one year at a time and the total storage time does not exceed three years. SF 1113, or a purchase order, may be used to pay for nontemporary storage. Eligibility for nontemporary storage terminates on the employee's last day of duty at the isolated official station. When an employee ceases to be eligible, nontemporary storage may continue until the beginning of the second month after the month in which eligibility terminates.
 - (k) Charges relating to services such as packing, crating, drayage, unpacking, uncrating, and temporary storage were itemized so as to show the charge for each service.
- (2) Outside the 48 Contiguous States. In addition to the items to be verified relating to shipments within the 48 contiguous United States described in paragraph 3b(1) above, also determine that:
- (a) All bills submitted by freight forwarders or household goods transporters for ocean shipments are supported by the carrier's commercial bill of lading or a U. S. Government Bill of Lading.
 - (b) The use of U.S.- flag vessels for the transportation of employee's personal effects and the use of U.S.- flag air carriers for any Government-financed movement of freight by air is required by statute (46 USC 1241 and 49 USC 151). The Comptroller General will disallow any expenditures for foreign-flag ocean transportation of personal effects or non-American-flag air transportation of freight, unless there is attached to the payment voucher a signed certification obtained from the agency official authorizing the use of a foreign flag vessel. This certification should be substantially as shown in 4 CFR 52.2(d)(1).
 - (c) In cases where furnished or partly furnished quarters have been provided, the weight of household goods and personal effects shipped and stored at Government expense does not exceed the maximum allowable limitation.

- (d) When property is crated, the net weight is computed at 60% of gross weight, unless unusually heavy crating is used in which case less than 60% may be used if supported by a statement of justification.
 - (e) When special containers (lift vans, CONTEX transporters, etc.) are used, the net weight is computed by subtracting the tare weight of the container from gross weight of property and taking 85% of the difference. Bill of lading should show both gross and tare weight.
 - (f) Charges for packing and crating do not include charges in connection with any shipment of empty lift vans, or for storage, or import duties on lift vans.
 - (g) Authorization and justification of nontemporary storage is contained in the travel order.
 - (h) The authorization for nontemporary storage period for civilian employees did not exceed the period of the tour of duty overseas, plus one month prior to the time the tour begins. If the storage continues, verify that the employee has signed an agreement for an additional tour of duty. If an employee does not complete the tour of duty, payment for nontemporary storage may continue until the beginning of the second month after the month in which the employee performed the last day of duty at the duty station.
 - (i) The employee is eligible for return transportation of household goods. If the goods, all or part, are shipped prior to the return of the employee, the shipments in the aggregate do not exceed the weight limitations.
- c. Ocean Freight Shipments. When the SF 1113 covers ocean freight shipments, the carrier may support his billings with the standard U. S. Government Bill of Lading or a commercial bill of lading. The carrier is not required to execute the consignee certificate of delivery. Determine that:

- (1) Commercial bill of lading is stamped or overprinted as shown below:

Terms and Conditions for Commercial Bill of Lading
"This shipment is made under all terms and conditions of the U. S. Government Bill of Lading and is subject to the terms and conditions set forth in 41 CFR 101-41.302-3."

- (2) The date on which shipment departs from point of origin is shown on the face of the SF 1113.
 - (3) Billings are not paid prior to arrival of the vessel at the destination port or 30 days after the cargo has been loaded aboard the vessel at origin, whichever is earlier.
- d. Transportation of Mobile Homes. Determine that:
- (1) Employee has certified on the travel order (or other approved form) that the mobile home shipped is for use as a residence for the employee and immediate family at the destination.
 - (2) Costs of preparing mobile homes for movement, maintenance, repairs, storage, insurance for valuation above carriers' maximum responsibility and cost of special service are not included in carrier's billing. If included, prepare an exception so that the amount due from the employee for such unallowed expenses can be collected in accordance with agency collection procedures.
 - (3) The transportation of the mobile home was within the geographic limits specified in Chapter 5, Section 4, DOT 1500.6, Travel Manual.
 - (4) The total amount to be paid for transporting the mobile home did not exceed the maximum amount otherwise allowable for transportation and 60 days temporary storage of employee's household goods and personal effects. If the maximum has been exceeded, collection should be effected from the employee in accordance with agency collection procedures.

4. LOST OR MISSING GBL. The original GBL is the document that the carrier used to bill for transportation services rendered. In the event the original GBL cannot be located, the billing carrier, after certification by the issuing office, uses the Freight Waybill - Original (SF 1105 or SF 1133) as a substitute document for submission for payment along with the SF 1113. This document will include an endorsement on the reverse side to indicate the condition of the shipment upon receipt at destination. For more information on lost GBL's, see 41 CFR 101-41.307.
5. CONVERSION OF COMMERCIAL BILLS OF LADING TO GBL's. Payment of transportation charges to commercial carriers ordinarily will not be made on commercial documents except for small domestic shipments not exceeding \$100. However, in unusual circumstances requiring the use of commercial documents, a notation must be placed on the original and all copies of the commercial document, as follows: "To Be Converted to a U. S. Government Bill of Lading." There are two different procedures to be followed:
 - a. When the original commercial bill of lading was not provided to the original carrier it should be forwarded by the shipper to the office that authorized the shipment. The authorizing office should prepare a GBL and attach it to the commercial bill and forward both documents to the origin carrier for transmittal to the destination line-haul carrier for billing upon delivery of the shipment.
 - b. When the origin carrier's agent requires the original commercial document at the time of shipment the carrier will certify on the original and all copies of the commercial document that the carrier received the original document. The shipper will forward the certified copy of the commercial document to the authorizing office for preparation of the GBL and in turn will forward the GBL to the origin carrier for transmittal to the destination line-haul carrier. The commercial documents will be attached to the GBL and bill upon delivery of the shipment.
 - c. For more information on conversion of commercial bills, see 41 CFR 101-41.303.
6. LOSS OR DAMAGE TO DOMESTIC SHIPMENTS. The carrier may report loss or damage to the accounting organization by attaching to the GBL a carrier's over, short, or damage report or a properly annotated copy of the delivery document. At the time of delivery the consignee may note on the carrier delivery documents any loss or damage. This notation should be acknowledged by the signature of the carrier's agent. Accounting organizations are authorized but not required

to observe a minimum of \$25 in processing loss and damage against carriers and absorbing amounts falling below that minimum (CG B-117604 (17), of 9-17-76). The procedures for filing claims against carriers can be found in 41 CFR 101-40.710 and DOT 2770.9A, Employee Claims Manual.

7. DUPLICATE PAYMENT-STATUTE OF LIMITATIONS. The Interstate Commerce Act (I.C. Act) contains provisions for the establishment and collection of transportation rates and charges by interstate carriers. Under these provisions, carriers may collect only the exact tariff-published rates and charges applicable to the transportation services provided. Should overcharges occur, refunds may be claimed from the carriers, subject to a 3-year statute of limitation beginning from the date of shipment delivery (the examination for rate overcharges is done by GSA). Such overcharges, however, are not to be confused with duplicate payments of freight bills. The ICC, by Decision No. 36062, served August 13, 1975, has ruled that duplicate payments are not overcharges under section 16(3)(c) of the I.C. Act and, therefore, claims for refund of duplicate payments are subject to the appropriate State statute of limitation applicable to each cause of action, not to the 3-year limitation imposed by the I.C. Act on recoveries of overcharges. Accounting organizations receiving denials of claims for refund of overpayments from carriers which are based on the expiration of a statute of limitation shall review such denials, in consultation with necessary legal counsel, to ensure that in cases of duplicate payments, the applicable State statute of limitation, not the 3-year limitation provided in the I.C. Act, has been applied.